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7	IN THE SUPERIOR COURT OF	F THE STATE OF WASHINGTON
′	· ·	COUNTY OF KING
	IN AND FOR THE	COUNT OF KING
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	LUMMI INDIAN NATION, MAKAH )	
. 9	INDIAN TRIBE, QUILEUTE INDIAN	· · · · · · · · · · · · · · · · · · ·
	TRIBE, QUINAULT INDIAN NATION,	NO. 06-2-40103-4 SEA
10		)
10	SQUAXIN ISLAND INDIAN TRIBE,	
	SUQUAMISH INDIAN TRIBE, and the	)
11	TULALIP TRIBES, federally recognized	) STATE DEFENDANTS' FIRST SET OF
	Indian tribes,	ANSWERS AND RESPONSES TO
12		PLAINTIFFS' FIRST INTERROGATORIES
12	Plaintiffs,	AND REQUESTS FOR PRODUCTION
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13		
	v. )	
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	STATE OF WASHINGTON; CHRISTINE	
15	GREGOIRE, Governor of the State of	
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,	Washington; WASHINGTON	
16	DEPARTMENT OF ECOLOGY; JAY	)
	MANNING, Director of the Washington	
17	Department of Ecology; WASHINGTON	
	DEPARTMENT OF HEALTH; and MARY	
18	SELECKY, Secretary of Health for the State	
10		
	of Washington,	<b>)</b>
19		
	Defendants.	
20		
	JOAN BURLINGAME, an individual; LEE	
21	BERNHEISEL, an individual, SCOTT	
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	CORNELIUS, an individual; PETER	) NO. 06-2-28667-7 SEA
22	KNUTSON, an individual; PUGET SOUND	
23	STATE DEFENDANTS' FIRST SET OF	American III Committee Land Committee Committe
ر ک	ANSWERS AND RESPONSES TO	ATTORNEY GENERAL OF WASHINGTON  Ecology Division
	PLAINTIFFS' FIRST INTERROGATORIES	PO Box 40117
24		Olympia, WA 98504-0117
	AND REQUESTS FOR PRODUCTION	(360) 586-6760
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1	HARVESTERS; WASHINGTON )	
	ENVIRONMENTAL COUNCIL; SIERRA ) CLUB; and THE CENTER FOR )	
	ENVIRONMENTAL LAW AND POLICY, )	
2	)	
3	Plaintiffs, )	
,	vs.	
4	) OT A TE OF WASHINGTON	
5	STATE OF WASHINGTON, ) WASHINGTON STATE DEPARTMENT OF)	
	ECOLOGY, and WASHINGTON STATE )	
6	DEPARTMENT OF HEALTH, )	
7	Defendants,	
_		
8	and )	
9	WASHINGTON WATER UTILITIES )	
10	COUNCIL, CASCADE WATER ALLIANCE)	
10	and WASHINGTON STATE UNIVERSITY, )	
11	Defendant-Intervenors. )	
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12		
13	TO: JOAN BURLINGAME, an individual	, LEE BERNHEISEL, an individual, SCOTT
14		NUTSON, an individual, PUGET SOUND   MENTAL COUNCIL, SIERRA CLUB, THE
	CENTER FOR ENVIRONMENTAL LAW	AND POLICY, LUMMI INDIAN NATION,
15	MAKAH INDIAN TRIBE, QUINAULT IND TRIBE, SUQUAMISH INDIAN TRIBE, and th	OIAN NATION, SQUAXIN ISLAND INDIAN
16	TRIBE, SUQUAIVIISH INDIAN TRIBE, and in	e TOLALII TRIBES, Trainins
		OHO, HARRY L. JOHNSEN, JOHN B. ARUM,
17		SEPH CALDWELL, KEVIN LYON, MELODY ORDON, and MICHAEL E. TAYLOR, their
18	attorneys of record herein.	
10	CEATEDAL	DD IECTIONS
19	GENERAL C	<u>DBJECTIONS</u>
20	1. Defendants State of Washington	n, Governor Christine Gregoire, Department of
21	Ecology ("Ecology"), Jay Manning, Departm	nent of Health ("Health"), and Mary Selecky
22	(hereinafter referred to as "the State" or "Defer	ndants") object to all instructions and definitions
23	STATE DEFENDANTS' FIRST SET OF	ATTORNEY GENERAL OF WASHINGTON
24	ANSWERS AND RESPONSES TO	Ecology Division
24	PLAINTIFFS' FIRST INTERROGATORIES AND REQUESTS FOR PRODUCTION	PO Box 40117 Olympia, WA 98504-0117 (360) 586-6760

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ANSWERS AND RESPONSES TO
PLAINTIFFS' FIRST INTERROGATORIES
AND REQUESTS FOR PRODUCTION

STATE DEFENDANTS' FIRST SET OF

to the extent they enlarge upon, supersede, or modify the rules of discovery set forth in CR 26, CR 33, or CR 34, including, without limitation, the obligation to supplement answers and responses.

- 2. The State objects to all definitions, including but not limited to the definitions of "Ecology", "Health", and the "State," to the extent that they include attorneys and investigators, on the grounds that such definitions are overbroad and improperly seek information protected from disclosure by the attorney-client privilege and attorney work product privilege.
- 3. To the extent that any discovery request may be construed as calling for documents or information subject to a claim of privilege, including, without limitations, the attorney/client or attorney/work product privilege, the State hereby claims such privilege and objects to such discovery request on that basis.
- 4. To the extent that any discovery request may be construed as calling for information not in the possession of the State, the State objects to such discovery request on the basis that it is unduly burdensome and oppressive.
- 5. To the extent that any discovery request calls for any document or information generally available to the Plaintiffs from a public source or which is already in the possession of the Plaintiffs, or equally available to the Plaintiffs from third parties, the State objects on the ground that such discovery request is unduly burdensome and oppressive.
- 6. The State objects to all discovery requests to the extent that they call for information that is not reasonably calculated to lead to discovery of admissible evidence, are overly broad and/or unlimited in geographic scope or time period, or are unduly burdensome.
- 7. In responding to any discovery request, the State has made reasonable efforts to respond, to the extent that no objection has been lodged against such discovery request, as the

State understands and interprets each discovery request. If the Plaintiffs subsequently assert an interpretation of any discovery request which differs from that of the State, the State reserves the right to supplement any objection, and/or amend any response.

- 8. The answers and responses set forth below represent the State's present knowledge, based on discovery, investigation and trial preparation to date. Discovery, investigation and trial preparation are continuing. The State expressly reserves the right to rely at trial upon any further information adduced upon completion of discovery, investigation and trial preparation. Discovery in this matter is just beginning and the State reserves the right to change or supplement these responses as new information is discovered.
- 9. These General Objections are incorporated into each of the answers and responses set forth below, which answers and responses are made without waiver of any of these General Objections.

INTERROGATORY NO. 1: Identify all water right certificates issued by Ecology prior to September 9, 2003, for Municipal Water Supply Purposes on the basis of the Pumps and Pipes Policy, where either the Qa or Qi authorized in the certificate is greater than the Qa or Qi alleged to have been put to actual beneficial use in the proof of appropriation (or other similar document) filed in support of issuance of the certificate.

#### ANSWER:

Defendants object to Interrogatory No. 1 as overly broad and unduly burdensome. Defendants object to Interrogatory No. 1 as vague because the term "Municipal Water Supply Purposes" was not defined prior to September 9, 2003, and because Defendants may have a differing interpretation of what constitutes water right certificates issued on the basis of a "pumps and pipes policy" notwithstanding Plaintiffs' definition of this term. Defendants also object to Interrogatory No. 1 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rule 26 and 33 because Plaintiffs have repeatedly asserted that their constitutional challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary

## STATE DEFENDANTS' FIRST SET OF ANSWERS AND RESPONSES TO PLAINTIFFS' FIRST INTERROGATORIES

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for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Without waiving the foregoing objections, Defendants answer as follows:

Plaintiffs have limited the geographic scope of Interrogatory Nos. 1, 3, 4, and 5 to Water Resource Inventory Areas (WRIA) 7, 8 (for Townships/Ranges: 22N/R05-E-R08E and 21N/R06-R08E only), 9 (for Townships/Ranges: 22N/R05-E-R08E and 21N/R06-R08E only), 15, 34 (for groundwater rights only), and 48. In these specific WRIAs, Defendants have identified 65 approved or proposed water system plans or small water system management programs that may have water right certificates issued on the basis of a "pumps and pipes policy," as defined by Plaintiffs. Relevant portions of these water system plans and small water system management programs have been produced in response to Requests for Production Nos. 4, 5, and 6, and each includes a water rights section identifying the water rights associated with each water system plan or small water system management program. Further, in response to Request for Production No. 1, Defendants have produced Department of Ecology Water Resource Tracking System (WRTS) spreadsheets identifying every water right certificate associated with each identified WRIA. Plaintiffs are invited to review the produced materials and identify those specific water right documents listed in each water system plan or small water system management program, or WRTS spreadsheet, they would like produced. Once Plaintiffs identify which water right documents they would like produced, Defendants will arrange to produce those documents for Plaintiffs, which will serve to complete Defendants' response to Request for Production No. 1.

REQUEST FOR PRODUCTION NO. 1: For each water right certificate identified in response to Interrogatory No. 1, please produce a copy of: (a) the water right certificate; (b) the water right application; (c) the water right permit and report of examination; (d) the proof of appropriation; and (e) any other documents relating to either the capacity of the applicant's water distribution system or its actual beneficial use of water prior to issuance of the certificate.

#### **RESPONSE:**

Defendants object to Request for Production No. 1 as overly broad and unduly burdensome. Defendants object to Request for Production No. 1 as vague because the term "Municipal Water Supply Purposes" was not defined prior to September 9, 2003, and because Defendants may have a differing interpretation of what constitutes water right certificates issued on the basis of a "pumps and pipes policy" notwithstanding Plaintiffs' definition of this term. Defendants also object to Request for Production No. 1 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rule 26 and 33 because Plaintiffs have repeatedly asserted that their constitutional challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be

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STATE DEFENDANTS' FIRST SET OF ANSWERS AND RESPONSES TO PLAINTIFFS' FIRST INTERROGATORIES AND REQUESTS FOR PRODUCTION

required to identify or produce any documents. Without waiving the foregoing objections, Defendants answer as follows:

See answer to Interrogatory No. 1 above and the attached spreadsheets derived from WRTS. Defendants will produce additional documents responsive to Request for Production No. 1 after Plaintiffs identify which water right documents they would like produced after reviewing the attached WRTS spreadsheets and the relevant portions of the water system planning documents produced in response to Requests for Production Nos. 4, 5, and 6.

REQUEST FOR PRODUCTION NO. 2: Please produce any documents containing individual or aggregate estimates of the difference between system capacity and actual beneficial use, measured in either Qa or Qi, for water right certificates issued by Ecology for Municipal Water Supply Purposes on the basis of the Pumps and Pipes Policy prior to September 9, 2003.

## **RESPONSE:**

Response will be provided in a future set of Defendants' responses to requests for production.

<u>INTERROGATORY NO. 2:</u> Identify all water right documents and related records for water rights which have been amended by Ecology pursuant to RCW 90.03.560 to include the words "municipal water supply purposes."

## ANSWER:

Defendants object to Interrogatory No. 2 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rules 26 and 33 because Plaintiffs have repeatedly asserted their challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Without waiving the foregoing objections, Defendants answer as follows:

The following water rights, associated with Ecology regional offices, have been amended by Ecology pursuant to RCW 90.03.560 to include the words "municipal water supply purposes.

## Eastern Regional Office

Asotin PUD, G3-24918C.

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1	Raymond Mattox, G3-28368P.
	Raymond Mattox, G3-28606P.
2,	Port of Walla Walla, No. 4475.
3	Port of Walla Walla, G3-29640P.
4	Central Regional Office
5	Auvil Fruit Company, Inc., G4-29616C.
6	Columbia Gorge Airport, No. 02105A.
7	Dallesport Water Association Inc, Nos. G4-23324C & G4-25466C.
8	Isenhart Irrigation District, No.1086.
9	Southwest Regional Office
10	Iliad, Inc., G2-27441.
11	PUD No. 1of Skamania County, G2-26488.
12	Northwest Regional Office
13	Ames Lake Water Association, G1-25831C.
14	City of Everett, G1-02579-A.
15	City of Everett, G1-02811A.
16	Public Utility District No. 1 of Kitsap County, various water right documents and
17	records.
۱8	Sammamish Plateau Water and Sewer District, various water right documents and records.
19	REQUEST FOR PRODUCTION NO. 3: For each amended water right document and related
20	records identified in response to Interrogatory No. 2, please produce a copy of: (a) the original
21	water right document and related records; (b) the amended water right document and related
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records; and (c) any other documents relating to the water right holder's original purpose of use, place of use, system capacity, and actual beneficial use of water.

### RESPONSE:

Response will be provided in a future set of Defendants' responses to requests for production.

<u>INTERROGATORY NO. 3</u>: Identify all approved or proposed water system plans for a Municipal Water Supplier where the approved or proposed service area modifies the place of use from that set forth in the Municipal Water Supplier's water rights certificates and permits.

ANSWER:

Defendants object to Interrogatory No. 3 as overly broad and unduly burdensome. Defendants also object to Interrogatory No. 3 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rules 26 and 33 because Plaintiffs have repeatedly asserted that their constitutional challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Defendants further object because Interrogatory No. 3 presumes and impliedly requires a legal interpretation and conclusion, which is outside the scope of discovery under Civil Rules 26 and 33. As a matter of law, Defendants dispute Plaintiffs' implied legal interpretation and conclusion. Without waiving the foregoing objections, Defendants answer as follows:

See answer to Interrogatory No. 1 above wherein Defendants identify the geographic areas for which water system plans and small water system management programs are being identified and produced using a two-phased approach as arranged with Plaintiffs. Plaintiffs will first be provided with the agreed relevant parts of approved and proposed water system plans and small water system management programs in the identified geographic areas. In addition to the water system plan documents, Defendants will include each system's water facilities inventory, which includes service connection information. Plaintiffs will then have the opportunity to request documents associated with water rights certificates that they select through their review of the water system plans and small water system management programs provided in this first set of answers and responses.

REQUEST FOR PRODUCTION NO. 4: For each approved or proposed water system plan identified in response to Interrogatory No. 3, please produce a copy of (a) the approved or

STATE DEFENDANTS' FIRST SET OF ANSWERS AND RESPONSES TO PLAINTIFFS' FIRST INTERROGATORIES AND REOUESTS FOR PRODUCTION

1 2 3 4 RESPONSE: 5 6 7 8 9 ANSWER: 10 See the answer to Interrogatory No. 3 and the response to Request for Production No. 4 11 above. 12 13 14 15 16 17 original water right applicant. 18

proposed water system plan; (b) all water right certificates and permits held by each Municipal Water Supplier; (c) any applications relating to these water right certificates and permits; and (d) any other documents relating to the number of service connections intended to be served by the original water right applicant.

See the answer to Interrogatory No. 3 above and the attached documents.

INTERROGATORY NO. 4: Identify all approved or proposed water system plans for a Municipal Water Supplier where the number of service connections allowed to be served in the approved or proposed water system plan is greater than the service connection figure in the Municipal Water Supplier's water right application or any subsequent water right document.

REOUEST FOR PRODUCTION NO. 5: For each approved or proposed water system plan identified in response to Interrogatory No. 4, please produce a copy of (a) the approved or proposed water system plan; (b) all water right certificates and permits held by each Municipal Water Supplier; (c) any applications relating to these water right certificates and permits; and (d) any other documents relating to the number of service connections intended to be served by the

### **RESPONSE:**

See the answer to Interrogatory No. 3 and the response to Request for Production No. 4 above.

INTERROGATORY NO. 5: Identify all approved or proposed water system plans for a Municipal Water Supplier where the population allowed to be served in the approved or

# STATE DEFENDANTS' FIRST SET OF ANSWERS AND RESPONSES TO PLAINTIFFS' FIRST INTERROGATORIES

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proposed water system plan is greater than population figures in the Municipal Water Supplier's water rights application or any subsequent water right document.

## **ANSWER:**

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See the answer to Interrogatory No. 3 and the response to Request for Production No. 4 above.

REQUEST FOR PRODUCTION NO. 6: For each currently effective or proposed water system plan identified in response to Interrogatory No. 5, please produce a copy of the (a) the proposed or approved water system plan; (b) all water right certificates and permits held by the Municipal Water Supplier; (c) any applications relating to these water right certificates and permits; and (d) any other documents relating to the population intended to be served by the original water right applicant.

### RESPONSE:

See the answer to Interrogatory No. 3 and the response to Request for Production No. 4 above.

INTERROGATORY NO. 6: Identify by date, applicant, and application number all instances in which Ecology or its attorneys has informed (either orally or in writing) an applicant for a water right change or transfer that Ecology's approval of the requested change was unnecessary due to the legal effects of RCW 90.03.386(2) or RCW 90.03.260(4) or (5).

### ANSWER:

Defendants object to Interrogatory No. 6 as overly broad and unduly burdensome. Defendants refer Plaintiffs to Defendants' response to Plaintiffs' Request for Admission No. 1 wherein Defendants admit that "Ecology has informed some applicants for water right changes or transfers that Ecology's approval of the requested change was unnecessary due to the legal effects of RCW 90.03.386(2)." Defendants also object to Interrogatory No. 6 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rule 26 and 33 because Plaintiffs have repeatedly asserted their challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be

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"municipal water supplier"; or (b) defining or discussing the terms "municipal" or "municipality" in the context of State water resources law. RESPONSE: Response will be provided in a future set of Defendants' responses to requests for production. REQUEST FOR PRODUCTION NO. 10: Please produce any documents created between July 2, 1998, and September 9, 2003, containing analyses of the validity and/or quantification of water rights issued by Ecology for Municipal Water Supply Purposes on the basis of the Pumps and Pipes Policy. RESPONSE: Response will be provided in a future set of Defendants' responses to requests for production. INTERROGATORY NO. 7: Please describe how Ecology, including its attorneys, defined, used or applied the term "municipal water supply purposes," prior to September 9, 2003, with respect to (a) RCW 90.14.140(2)(d), and (b) other provisions of Washington water law. ANSWER: Defendants object to Interrogatory No. 7 because the request is a purely legal question, and therefore not within the appropriate scope of discovery as prescribed by Civil Rules 26 and 33. Furthermore, this interrogatory calls for the legal analysis of Defendants' counsel, and therefore requests information that is protected as attorney work product. Without waiving the foregoing objections, Defendants answer as follows: Prior to September 9, 2003, the effective date of the Municipal Water Law of 2003, there

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Prior to September 9, 2003, the effective date of the Municipal Water Law of 2003, there was no definition of the term "municipal water supply purposes" contained in Washington water law. As a result, Ecology personnel construed the term "municipal water supply purposes" in the context of RCW 90.14.140(2)(d) and other provisions of Washington water law differently at different points in time. Thus, while there were instances prior to September 9, 2003, where Ecology personnel construed the term "municipal water supply purposes" to not include group

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domestic uses served by a non-governmental entity, there were other instances when Ecology construed the term to include group domestic uses served by a non-governmental entity. No Ecology rules, policy statements, or interpretive statements have ever provided any definition of the term "municipal water supply purposes."

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In several instances prior to September 9, 2003, Ecology issued water right certificates to non-governmental entities that designated the purpose of use for the rights as being for municipal supply purposes. These entitites include, but are not necessarily limited to:

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1. Maple Cooperative Water Company, No. 651-D.

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2. Burlington Northern, Inc., G3-21088C.

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3. Sherman Combs, No. 1501.

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4. W.C. Reeder, No. 20-A.

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5. Spring Hill Water Works, Inc., No. 152-A.

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6. Sidney H. Ducken and Karl J. Ducken, No. 4438-A.

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7. Tatoosh Company, No. G1-00114C.

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In an administrative case before the Pollution Control Hearings Board (PCHB), and in Whatcom County Superior Court on judicial review, Ecology took the position that a privately-held water association did not qualify for the exemption from relinquishment under RCW 90.14.140(2)(d). See Georgia Manor Water Association v. Ecology, PCHB No. 93-68 (Order Granting Partial Summary Judgment, 1994); Georgia Manor Water Association v. State, Whatcom County Superior Court No. 94-2-02045-1, Order Denying in Part and Granting Georgia Manor's Petition for Review, May 22, 1995. In a proceeding in the Yakima River Basin water rights adjudication, Department Ecology v. Acquavella, Ecology took the position that the Naches Cowiche Canal Company did not qualify for the municipal exemption to relinquishment. See Department Ecology v. Acquavella, Yakima County Superior Court No. 77-2-01484-5, Report of the Court Concerning the Water Rights for the Naches Cowiche Canal Company,

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Volume 22, October 10, 1994.

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An Ecology Draft Municipal Water Right Issue Paper, dated July 13, 1994, suggested

that "municipal purposes" should be defined through the following criteria: "public entity

obliged to accept all customers; serve multiple purposes (domestic, commercial, industry, public); system with long-term growth expectation with population to be served (not just serving

a plat); county mandate to serve (under CWSP); and serve incorporated area or within GMA growth boundary." However, this draft paper never became final, and the definition was never

adopted as official policy by Ecology. Subsequently, Ecology prepared a January 1995 version

of this paper which omitted the proposed criteria to determine whether a water right is for municipal supply purposes.

Moreover, other Ecology personnel advanced the position that non-governmental entities could hold water rights for municipal supply purposes. One Ecology employee suggested that a definition should be adopted as follows: "Type of use — Municipal use generally includes domestic supply, industrial supply, irrigation of lawns, parks, cemeteries, and commercial uses." Further, WAC 173-590, adopted by Ecology in 1976, which authorizes reservations of water in particular basins to serve regional water supply needs, defines "community water use" as "use of water associated with needs of a community including street cleaning, parks, public buildings, public swimming pools, fire fighting, and attendant commercial, industrial and irrigational uses," and ""public water supply" as "any water supply intended or used for human consumption and community uses for more than one single-family residence." WAC 173-590-050. These terms for water use purposes, which are akin to "municipal supply purposes," are not limited to governmental entities.

REQUEST FOR PRODUCTION NO. 11: Please produce any documents created by Ecology, including its attorneys, before September 9, 2003, which define, use or apply the term "municipal water supply purposes" in the context of decisions or policies relating to (a) relinquishment of water rights; (b) perfection of water rights; or (c) other issues of water resource management.

#### **RESPONSE:**

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Response will be provided in a future set of Defendants' responses to requests for production.

INTERROGATORY NO. 8: Do you contend that RCW 90.14.140(2)(d) applies to excuse nonuse of a water right held by non-governmental entity for Municipal Water Supply Purposes where such nonuse occurred prior to September 9, 2003?

## ANSWER:

Defendants object to Interrogatory No. 8 as vague and ambiguous because it does not define the term "non-governmental entity." Defendant's further object to Interrogatory No. 8 because whether RCW 90.14.140(2)(d) applies to excuse nonuse of a water right held by non-governmental entities for Municipal Water Supply Purposes where such nonuse occurred prior to September 9, 2003, is a purely legal question, and therefore not within the appropriate scope of

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discovery as prescribed by Civil Rules 26 and 33. Furthermore, this interrogatory calls for the legal analysis of Defendants' counsel, and therefore requests information that is protected as attorney work product. Without waiving the foregoing objections, Defendants answer as follows:

RCW 90.14.140(2)(d) will not necessarily apply to excuse nonuse of a water right held by a non-governmental entity for Municipal Water Supply Purposes where such nonuse occurred prior to September 9, 2003. Ecology's position on this matter is outlined in Policy 2030, the Municipal Water Law Interpretive and Policy Statement, which became effective February 5, 2007:

Ecology interprets the statute as requiring active compliance with the beneficial use definitions in RCW 90.03.015(4).

If a water right holder's actual use of water does not meet the definition of a water right for municipal water supply purposes (e.g. by serving less than the residential connection or nonresident population thresholds under RCW 90.03.015), then the water right no longer qualifies as a right for municipal water supply purposes. The exception to relinquishment for municipal water supply purposes under RCW 90.14.140(2)(d) does not apply in such instance.

If a water right holder's use of water does not meet the definition of a water right for municipal water supply purposes for 5 or more years, then the water right would be valid only to the extent it had been beneficially used during that period, with any nonuse resulting in relinquishment of the right unless the non-use is excused by one of the other exemptions to relinquishment.

Under Ecology's interpretation of the Municipal Water Law, as explained in the Municipal Water Law Interpretive and Policy Statement, a water right held by any entity for Municipal Water Supply Purposes would relinquish in whole or in part if that entity did not beneficially use the water right in whole or in part for Municipal Water Supply Purposes, as that term is defined in RCW 90.03.015(4), for a period of five or more consecutive years at any time, whether before or after September 9, 2003.

INTERROGATORY NO. 9: Prior to September 9, 2003, did Ecology consider population figures or service connections provided in water right certificates or other water rights documents to be limits on the lawful use of a water right held for Municipal Water Supply Purposes?

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### ANSWER:

Defendants object to Interrogatory No. 9 because the request is a purely legal question, and therefore not within the appropriate scope of discovery as prescribed by Civil Rules 26 and 33. Furthermore, this interrogatory calls for the legal analysis of Defendants' counsel, and therefore requests information that is protected as attorney work product. Without waiving the foregoing objections, Defendants answer as follows:

Prior to 2000, internal Ecology documents demonstrate that there was uncertainty within the agency as to whether population figures or service connection numbers indicated in water right certificates or other water right documents were attributes that could limit the exercise of water rights.

In 2000, Ecology did consider a maximum number of service connections in a water right certificate or other water rights documents to be a limit on the use of water under a water right held for Municipal Water Supply Purposes. This is demonstrated by Ecology's action to modify a decision by the Yakima County Water Conservancy Board on an application for change of water right filed by the Yakima County Department of Public Works. Ecology modified the Conservancy Board's approval of the change application to include a provision stating that "[t]he County should be aware that this water right is limited to a maximum of 150 connections." Ecology's decision was appealed to the PCHB, in Yakima County Public Works v. Department of Ecology, PCHB No. 00-154. That case was dismissed based on a settlement without any resolution of the issue stated in the PCHB's Pre-Hearing Order as "[w]hether the number of connections authorized under a water right may be limited through a transfer or change decision based on the background and supporting documents for the water right, including the intent of the applicant as manifested by the original application?"

Yakima County Public Works v. Department of Ecology illustrated the uncertainty as to whether population or connection figures in water rights documents were limitations on water use under water rights, in addition to the specified maximum instantaneous and annual quantities authorized under the water rights. In contrast to Ecology, Health had not concluded that population and connection figures in water right documents were necessarily limitations upon Health's authority to approve maximum service connections under its water system planning authority. In the context of that case, there was an interagency dispute between Ecology and Health. The Solicitor General concluded that there was no clear answer on whether population and service connection figures in water right documents constituted water right limitations. After that time, Yakima County Public Works v. Department of Ecology was settled.

REQUEST FOR PRODUCTION NO. 12: Please produce any documents created by Ecology, or its attorneys, prior to September 9, 2003, which discuss population figures or service connections in the context of: (a) administrative proceedings involving a tentative determination of the extent and validity of a water right held for Municipal Water Supply Purposes; (b) administrative

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proceedings involving proposed transfers or changes to a water right held for Municipal Water Supply Purposes; (c) administrative proceedings involving relinquishment; and (d) Ecology's position or recommendation in a judicial water rights adjudication with respect to the extent or validity of a water right held for Municipal Water Supply Purposes.

## RESPONSE:

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Response will be provided in a future set of Defendants' responses to requests for production.

INTERROGATORY NO. 10: Please describe the process by which Health will ensure that approval of an amendment to a water system plan affecting a Municipal Water Supplier's (a) service area, (b) population served, or (c) number of approved service connections, will not affect existing water rights or instream flows.

### **ANSWER:**

Defendants object to Interrogatory No. 10 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rules 26 and 33 because Plaintiffs have repeatedly asserted that their constitutional challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Defendants further object because Interrogatory No. 10 presumes and impliedly requires a legal interpretation and conclusion, which is outside the scope of discovery under Civil Rules 26 and 33; the question posed in Interrogatory No. 10 is amenable to legal analysis and interpretation of the applicable laws by Plaintiffs' attorneys. Defendants dispute the implied legal interpretation and conclusion posed in Interrogatory No. 10 regarding the statutory and regulatory purpose and intent for Health's approval of a Municipal Water Supplier's plan amendment. Without waiving the foregoing objections, Defendants answer as follows:

Health's review of a water system plan amendment under RCW 43.20 and WAC 246-290 includes a water rights assessment, which typically includes verification by the purveyor and from Ecology regarding the system's water rights. Any approval of a plan amendment is presumptively based on Health's conclusion that the Municipal Water Supplier's plan conforms to all requirements of the law, including the elements of WAC 246-290-100, which includes consideration of current and future service being confined to the system's water right capacity (based on the maximum annual quantity and instantaneous quantity authorized under water rights

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held by the Municipal Water Supplier). This water rights and capacity analysis by Health is conducted under the internal policy direction provided in the August 27, 2004, Directive Memorandum Number B.02 and, as of May 1, 2007, includes the coordinated review outlined in the "Memorandum of Understanding" (MOU) between Health and Ecology. A water right assessment is conducted for small water system management programs under WAC 246-290-105. Further, for the water system plan amendment process, water systems with 1,000 or more connections must comply with the requirements of the State Environmental Policy Act.

INTERROGATORY NO. 11: Please describe the procedures by which interested third parties (other than the licensee Municipal Water Supplier) may administratively appeal a decision approving changes to a Municipal Water Supplier's water system plan.

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Defendants object to Interrogatory No. 11 because it is purely a legal question and it is not within the appropriate scope of discovery as prescribed by Civil Rules 26 and 33; it is amenable to legal analysis and interpretation of the applicable legal scheme by Plaintiffs' attorneys. Further, the term "interested third parties" is undefined and ambiguous. Without waiving the foregoing objections, Defendants answer as follows:

Under the definition of "water system plan" used by Plaintiffs, there appear to be three typical scenarios where an administrative decision could include a "change" to a Municipal Water Supplier's water system plan: 1) Health's approval of a water system plan amendment (e.g., RCW 43.20.250 and WAC 246-290-100) or small water system management program (WAC 246-290-105); 2) Health's approval of a project report (e.g., WAC 246-290-110); and 3) Health's final approval of a coordinated water system plan (RCW 70.116.070).

When Health approves a Municipal Water Supplier's water system plan, the document being approved can be an initial plan for a new Municipal Water Supplier or an amendment to an existing plan. Technically the plan amendment could be construed as an example of a "change." When Health approves a project report, the resulting project could be construed as a "change." When Health approves a coordinated water system plan under RCW 70.116.070, the resulting plan could be construed as a "change."

Each of the above-referenced decisions by Health that affects a "change" to the Municipal Water Supplier's water system plan represent the agency's administrative action For purposes of scenarios 1 and 2, under the respective statutory and regulatory scheme. Health's administrative action typically involves only the affected Municipal Water Supplier as a party to that action. For purposes of scenario 3, Health's administrative action typically involves only the affected purveyors within the coordinated water system plan. In addition, under RCW 70.116.070, there is provision for a public hearing regarding disputes over service areas and service area boundaries. Any decision by Health following such a hearing is potentially the

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subject for a petition for judicial review under the Administrative Procedure Act, RCW 34.05 (APA), Part V.

Assuming that "interested third party" refers to a person who is not a Municipal Water Supplier or purveyor that is directly regulated by the above-referenced administrative decisions, the interested third party may be able to appeal the decision under several statutory contexts. A person may appeal the decision upon meeting the jurisdictional standing requirements for an application for an adjudicative proceeding under the APA, Part IV. A person may also seek intervention in such a proceeding under RCW 34.05.443. A person may seek an appeal by filing a petition for judicial review upon meeting the jurisdictional standing requirements under the APA, Part V. A person with standing as an "aggrieved party" may also appeal the superior court's ruling under RCW 34.05.526.

INTERROGATORY NO. 12: Describe with particularity all expenditures that Ecology, Health, or any other state agencies have made in implementing the Municipal Water Law and the source(s) of the funds used for these expenditures.

### ANSWER:

Defendants object to Interrogatory No. 12 on the grounds that it is not reasonably calculated to lead to evidence needed by the Plaintiffs. It is not necessary for the State Defendants to describe expenditures by state agencies with particularity because State Defendants responded to Plaintiffs' Request for Admission No. 16 by admitting "that the State has used money from the general fund to pay for the implementation of HB 1338."

INTERROGATORY NO. 13: Identify all water right documents and related records for water rights that, prior to September 9, 2003, designated the place of use of a water right as the water right holder's service area or the general area that the water right holder provided water to, rather than by metes and bounds or another description of land area.

## <u>ANSWER:</u>

Defendants object to Interrogatory No. 13 as overly broad and unduly burdensome. Defendants also object to Interrogatory No. 13 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rule 26 and 33 because Plaintiffs have repeatedly asserted that their constitutional challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Without waiving the foregoing objections, Defendants answer as follows:

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21N/R06-R08E only), 9 (for Townships/Ranges: 22N/R05-E-R08E and 21N/R06-R08E only), 15, 34 (ground water rights only), and 48. In these specific WRIAs, Defendants have identified 65 approved and proposed water system plans or small water system management programs. Relevant portions of these water system plans and small water system management programs have been produced in response to Requests for Production 4, 5, and 6, and each includes a water rights section identifying the water rights associated with each water system plan or small water system management program. In response to Request for Production No. 1 Defendants have also produced Department of Ecology WRTS spreadsheets identifying every water right certificate associated with each identified WRIA. Plaintiffs are invited to review the produced materials and identify those specific water right documents listed in each water system plan or small water system management program, or WRTS spreadsheet, they would like produced. Once Plaintiffs identify which water right documents they would like produced, Defendants will arrange to produce those documents for Plaintiffs, which will likely provide examples of water right certificates wherein the place of use of a water right is designated as the water right holder's service area or the general area that the water right holder provided water to, rather than by metes and bounds or another description of land area. REQUEST FOR PRODUCTION NO. 13: For each water right document and related records

Plaintiffs have limited the geographic scope of Interrogatory Nos. 1, 3, 4, and 5, above to

Water Resource Inventory Areas (WRIA) 7, 8 (for Townships/Ranges: 22N/R05-E-R08E and

identified in response to Interrogatory No. 13, please produce a copy of: (a) the original water right document and related records; (b) any amended water right document and related records; and (c) any other documents relating to the water right holder's purpose of use, place of use, system capacity, and actual beneficial use of water.

#### RESPONSE:

Defendants object to Request for Production No. 13 as overly broad and unduly burdensome. Defendants also object to Request for Production No. 13 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rule 26 and 33 because Plaintiffs have repeatedly asserted that their constitutional challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Without waiving the foregoing objections, Defendants answer as follows:

See the response to Interrogatory No. 13 above. Defendants will produce documents responsive to Request for Production No. 13 when Plaintiffs identify which water right documents they want produced after reviewing relevant portions of the water system planning documents and WRTS spreadsheets that have been produced in response to Requests for

Production Nos.1, 4, 5, and 6 above. Once Plaintiffs identify which water right documents they 1 would like produced, Defendants will arrange to produce those documents for Plaintiffs, which will likely provide examples of water right certificates wherein the place of use of a water right is designated as the water right holder's service area or the general area that the water right holder provided water to, rather than by metes and bounds or another description of land area. 2 REQUEST FOR PRODUCTION NO. 14: Please provide any documents created by Ecology, 3 Health, or its attorneys that address issues relating to populations served or service connections 4 in the context of Municipal Water Suppliers or Municipal Water Supply Purposes. 5 RESPONSE: 6 Response will be provided in a future set of Defendants' responses to requests for 7 production. 8 REQUEST FOR PRODUCTION NO. 15: Please provide any documents created by Ecology or 9 its attorneys that provide guidance for issuing new water rights or certificates of change for 10 Municipal Water Supply Purposes in closed basins or where streams do not meet instream flow 11 requirements. 12 **RESPONSE:** 13 Response will be provided in a future set of Defendants' responses to requests for 14 production. 15 REQUEST FOR PRODUCTION NO. 16: Please provide any documents created by Ecology or 16 Health that address the coordination of water right evaluations in the context of the approval of 17 new water system plans. 18 **RESPONSE:** 19 Response will be provided in a future set of Defendants' responses to requests for 20 production. 21 22 STATE DEFENDANTS' FIRST SET OF ATTORNEY GENERAL OF WASHINGTON 23

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ANSWERS AND RESPONSES TO

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PLAINTIFFS' FIRST INTERROGATORIES

INTERROGATORY NO. 14: Identify each person you or your attorneys expect to testify at trial as a fact witness or expert witness. For each expert witness, state: (a) the subject matter on which the expert is expected to testify; (b) the substance of the facts and opinions to which the expert will testify; and (c) a summary of the grounds for each such opinion.

ANSWER:

Defendants object to Interrogatory No. 14 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery

Defendants object to Interrogatory No. 14 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rule 26 and 33 because Plaintiffs have repeatedly asserted their challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify any witnesses for trial. Defendants further object to Interrogatory No. 14 because identification of fact witnesses expected to testify is protected attorney work product. Defendants further object to Interrogatory No. 14 because Plaintiffs have not identified any expert witnesses at this stage of the proceeding. Without waiving the foregoing objections, Defendants answer as follows:

Plaintiffs have not identified any expert witnesses in response to Defendants' discovery request, and Defendants will not be able to identify any potential expert witnesses until Plaintiffs' expert witnesses are known. Once Plaintiffs have identified expert witnesses, Defendants will supplement this discovery response.

INTERROGATORY NO. 15: Identify each person likely to have discoverable information that you may use to support your defenses in this litigation.

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See response to Interrogatory No. 17 below. In addition to the persons employed by the Department of Ecology and Department of Health, and the former Ecology employees, identified in Defendants' response to Interrogatory No. 17, the following persons are likely to have discoverable information that the State may use to support its defenses in this litigation:

- 1. James C. Waldo, former Special Assistant to the Governor for Water Policy.
- 2. Greg Grunenfelder, Department of Health.
- 3. Peggy Johnson, Department of Health.
- 4. Robert James, Department of Health.
- 5. Denise Lahmann, Department of Health.

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- 6. Megan Nicodemus, Department of Health.
- 7. Scott Torpie, Department of Health.
- 8. Janice Adair, former employee of Department of Health.
- 9. Michele Vazquez, former employee of Department of Health.
- 10. Jim Rioux, former employee of Department of Health.
- 11. Rich Hoey, former employee of Department of Health.
- 12. Rich Siffert, former employee of Department of Health.

Contact information for any of the persons listed above, and listed in the answer to Interrogatory No. 17 below, will be furnished upon Plaintiffs' request.

INTERROGATORY NO. 16: Identify all documents, data compilations, and tangible things that are in your possession, custody and control and that you may use to support your defenses in this litigation.

## ANSWER:

Defendants object to Interrogatory No. 16 as overly broad and unduly burdensome. Defendants also object to Interrogatory No. 16 as not reasonably calculated to lead to the discovery of admissible evidence and therefore outside the scope of permissible discovery prescribed by Civil Rules 26 and 33 because Plaintiffs have repeatedly asserted their challenge to the Municipal Water Law is a facial one. Controlling case law indicates that no facts are necessary for a facial challenge and Defendants should therefore not be required to identify or produce any documents. Without waiving the foregoing objections, Defendants answer as follows:

Because Plaintiffs assert their challenge to the Municipal Water Law is a facial one, Defendants have not yet identified any documents that it may use to support their defenses in this litigation. Documents used by Defendants will in large part depend on what documents Plaintiffs produce in response to Defendants' comprehensive discovery requests.

<u>REQUEST FOR PRODUCTION NO. 17:</u> Please produce all documents identified in your response to Interrogatory No. 16.

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### RESPONSE:

See answer to Interrogatory No. 16.

INTERROGATORY NO. 17: Identify all persons who assisted in your preparation of answers

and responses to these interrogatories and requests for production or to your preparation of

responses to Plaintiffs' First Requests for Admission.

### RESPONSE:

The following employees of the Department of Ecology assisted in preparation of answers and responses to Plaintiffs' interrogatories, requests for production, and requests for admission: Joe Stohr, Ken Slattery, Doug Rushton, Brian Walsh, Dan Swenson, Tom Loranger, Thomas Tebb, Keith Stoffel, Phil Crane, Paul Fabiniak, Victoria Leuba, Dan Tolleson, Kevin Brown, Buck Smith, Doug Wood, Roma Call, Michele Curtis, Andy Dunn, Christy Distrude, Dorothy Glenn, Arlene Harris, Noel Philip, Melisa Snoeberger, Peggy Williams, Deb Hunemuller, Marie Peter, Jeff Marti, Melissa Downes, Dan Haller, Carol Mortensen, Scott Turner, Bob Barwin, Helen Decoto, Glenda Heironimus, Don Davidson, Dave Nazy, Carly Sullivan-Hopkins, Ann-Marie Sweeten, Melissa Winter, Barbara Anderson, Chris Anderson, Rebecca Inman, Bernadette Tavernor, and Roger Von Gohren.

The following employees of the Department of Health assisted in preparation of answers and responses to Plaintiffs' interrogatories, requests for production, and requests for admission: Denise Clifford, Deana Taylor, Leslie Gates, Kristin Bettridge, Sean Orr, Jerrod Davis, Lilia Lopez, Derek Pell, Bonnie Waybright, and Cindy Wulff.

The following former employees of the Department of Ecology assisted in preparation of answers and responses to Plaintiffs' interrogatories, requests for production, and requests for admission: Keith Phillips, Steve Hirschey, Doug McChesney, Mike Dexel, and Jill Van Hulle.

The following employees of James C. Waldo's law firm, Gordon, Thomas, Honeywell, Malanca, Peterson & Daheim, assisted in preparation of answers and responses to Plaintiffs' interrogatories, requests for production, and requests for admission: Micheline Sierer and Sincere Hankins.

The following employees of the Office of the Attorney General assisted in preparation of answers and responses to Plaintiffs' interrogatories, requests for production, and requests for admission: Alan Reichman, Mark Calkins, Stephen North, and Christine Winkelman.

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1	Interrogatories and Requests for Production dated this 27 <sup>th</sup> day of April, 2007.
2	/s/ John Arum JOHN ARUM (WSBA #19813) BRIAN C. GRUBER (WSBA #32210)
3	Counsel for the Makah Indian Tribe in Case No. 06-2-40103-4 SEA
4	
5	
6	/s/ Harry L. Johnsen HARRY L. JOHNSEN (WSBA #4955)
7	Counsel for Lummi Nation in Case No. 06-2-40103-4 SEA
8	
9	/s/ Melody Allen
10	MELODY ALLEN (WSBA #35084)
11	Counsel for the Suquamish Tribe in Case No. 06-2-40103-4 SEA
12	
13	Int IV anim I was
14	/s/ Kevin Lyon KEVIN LYON (WSBA #15076)
15	Counsel for the Squaxin Island Tribe in Case No. 06-2-40103-4 SEA
16	
17	
18	/s/ Mason Morisset MASON MORISSET (WSBA #273)
19	Lead Counsel for the Tulalip Tribes in Case No. 06-2-40103-4 SEA
20	
21	
	/a/ Vimborly Ordon
22	/s/ Kimberly Ordon KIMBERLY ORDON (WSBA #16832)
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, ,	/s/ Michael Taylor
2	MICHAEL E. TAYLOR (WSBA #3664)
3	Co-counsel for the Tulalip Tribes in Case No. 06-2-40103-4 SEA
4	
5	/s/ Karen Allston
6	KAREN ALLSTON (WSBA #25336) JOSEPH CALDWELL (WSBA #22201)
. 7	Counsel for the Quinault Indian Nation
8	in Case No. 06-2-40103-4 SEA
9	
10	/s/ Katherine Krueger KATHERINE KRUEGER (WSBA #25818)
11	Counsel for the Quileute Indian Tribe
12	in Case No. 06-2-40103-4 SEA
13	
14	/s/ Shaun Goho PATTI GOLDMAN (WSBA #24426)
15	SHAUN GOHO (WSBA #37609)
16	Counsel for Burlingame Plaintiffs in Case No. 06-2-28667-7 SEA
17	III Case No. 00-2-28007-7 SEA
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23	STATE DEFENDANTS' FIRST SET OF

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1	VERIFICATION
	STATE OF Washington ss.
2	COUNTY OF Thurston
3	I, Ken Slattery, declare:
.4	That I am an authorized representative of the State of Washington Department of
5	Ecology and Jay Manning in the above-entitled lawsuit to whom these interrogatories and
6	requests for production are addressed, and as such am authorized to make this verification; that I
7	have read the foregoing responses to requests for production, know the contents thereof, and
8	believe the same to be true.
9	I declare under penalty of perjury under the laws of the State of Washington that the
10	foregoing is true and correct.
11	Executed on the lo day of July, 2007, at lacey washing to.
12 13 14	Signature Authorized Representative of Defendants Washington Department of Ecology and Jay Manning
15	ATTORNEY'S RULE 26(G) CERTIFICATION
16	The undersigned attorney for Defendants Washington Department of Ecology and Jay
$17 \mid$	Manning has read the foregoing answers and responses to these discovery requests, and certifies
18	that they comply with CR 26(g).
19	
20	Dated
21	Attorneys for Defendants Washington Department of Ecology and Jay Manning
22.	COLUMN DEPENDANTS EIDST SET OF
23	ANSWERS AND RESPONSES TO Ecology Division
24	PLAINTIFFS' FIRST INTERROGATORIES  PO Box 40117 Olympia, WA 98504-0117

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1	VERIFICATION
	STATE OF WASHINGTON SS.  COUNTY OF THURSTON SS.
2	COUNTY OF THURSTON ) ss.
3	I, Denise A clifford, declare:
4	That I am an authorized representative of the State of Washington Department of Health
5	and Mary Selecky in the above-entitled lawsuit to whom these interrogatories and requests for
6	production are addressed, and as such am authorized to make this verification; that I have read
7	the foregoing responses to requests for production, know the contents thereof, and believe the
8	same to be true.
9	I declare under penalty of perjury under the laws of the State of Washington that the
10	foregoing is true and correct.
11	Executed on theday of July, 2007, at WA
12	
13	Denink Miffant
14	Signature Authorized Representative of
15	Defendants Washington Department of Health and Mary Selecky
16	ATTORNEY'S RULE 26(G) CERTIFICATION
17	The undersigned attorney for Defendants Washington Department of Health and Mary
18	Selecky has read the foregoing answers and responses to these discovery requests, and certifies that they comply with CR 26(g).
19	Dated July 5, 2007
20	
21	Warle Jo Calkern, AAG
22	Attorneys for Defendants Washington Department of Health and Mary Selecky  MARK H. CALKINS
23	STATE DEFENDANTS' FIRST SET OF  WSBA # 18230 ATTORNEY GENERAL OF WASHINGTON
24	ANSWERS AND RESPONSES TO  PLAINTIFFS' FIRST INTERROGATORIES  Agriculture & Health Division 7141 Cleanwater Drive SW PO Box 40109
,	AND REQUESTS FOR PRODUCTION Olympia, WA 98504-0109 (360) 586-6500

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